

PRACTICAL GUIDE (CONCISE)

Implementing Restorative Justice in youth justice settings: Shared Practice Model

Restorative Justice for All International
Institute (RJ4All)

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Foreword: Stephanie Roberts-Bibby (Chief Executive - Youth Justice Board)

The Youth Justice Board is pleased to support this important work to strengthen the evidence base for restorative approaches within the youth justice system in England and Wales. Restorative justice plays a crucial role in helping children to understand the impact of their actions, take responsibility and move forward with more positive identities and futures. It is not simply about repairing harm but putting victims front and centre of the criminal justice system. When delivered well, restorative approaches can support healing for victims, strengthen communities, and build confidence in how we respond to harm. Achieving this consistently is essential.

Restorative practice has been part of the youth justice system since the Crime and Disorder Act 1998 (CDA). Its potential has long been recognised, yet the way restorative justice is delivered, and the evidence of its impact, has varied across the system. This guide represents an important step forward. It strengthens our shared understanding of what restorative practice looks like and how it can be delivered with greater consistency.

Bringing together contemporary research, practitioner expertise and the voices of children who have experienced restorative processes, this work introduces a shared practice model designed to support confident, high-quality delivery. It provides a clearer foundation for practice while recognising the importance of professional judgement and the realities of local contexts. It also reflects key Youth Justice Board principles that restorative processes must be voluntary, safe, appropriate and aligned with the Victims' Code and recognised practice standards, in line with our Case Management Guidance. The emphasis on neutrality, rights, and safeguarding is particularly welcome and aligns strongly with our commitment to Child First practice.

I strongly encourage practitioners from across the sector to read and draw on this guide to strengthen practice where appropriate and safe to do so. Not only does it offer both reassurance and ambition, but it reinforces the value of restorative justice as a powerful tool for supporting children, responding meaningfully to victims, and strengthening communities. At its heart is our shared commitment to consistent, evidence-informed practice that enables children to build safer and more positive futures and makes our communities safer.

Preface & Acknowledgements: Prof. Theo Gavrielides, PhD (Founder & Director – Restorative Justice for All International Institute)

Restorative justice practices have been formally part of the youth justice system in England and Wales for over two decades although there is evidence to suggest that informally they date back to ancient civilisations. Since the passing of the CDA, a consistent message from all governments was that there are “No More Excuses” and that we should do better for our young people. While acknowledging the value of traditional, punitive approaches, the promise of restorative justice has not been fully explored. Having been in the restorative justice field for almost three decades, I was thrilled when the opportunity to contribute to the evidence base of restorative justice came up. During my years of practice, I have seen the potential and unique contribution of restorative justice, but also its risks and failed promises. Understanding the factors that lead to success or failure, as well as the evidence that should inform policy could be a game changer for our youth justice system.

This Guide takes an evidence-based, neutral approach to using restorative justice, reaffirming the higher position that human rights, equity and victims’ rights have. Moreover, a key objective of this Guide is to support a critical and reflective approach to restorative justice. It is removed from politics, power-interest battles and vested interests that do not serve young people. It is also presented at a critical time for the youth justice system as laws, codes of practice and policies are being reviewed. These changes are expected to put more emphasis on restorative justice whether applied in the adult or youth justice systems.

This Guide is the result of an intense journey of evidence gathering which started in July 2025 and was completed in December of the same year. It adopted a co-design process which involved the recruitment and enthusiastic engagement of 10 Youth Justice Services teams. It also created a Restorative Justice Practitioners Board with 5 members and 2 advisors who also formed part of the fieldwork. Moreover, 15 young people who had offended and experienced restorative justice were also included in the research. These original findings were combined with evidence from the extant literature, [The Restorative Justice Practice Framework: A non-statutory international Guide](#), RJ4All’s expertise in research, policy, evaluation and practice as well as consultations with the Youth Endowment Fund (YEF), YJB and Coram.

I had the pleasure of authoring the Guide which would not have been possible without the active and enthusiastic contribution of Carmen Costa and Ronja Healy Karlsson from RJ4All, Langley Kate from the YJB, Max Stanford and Emily Blackshaw from Coram, Susan Bello, Yasmin Jeddaoui and Shola Apena Rogers from YEF. I was humbled by the keen interest of many Youth Justice Services teams to participate in the programme, and I am particularly grateful to the ten that have been selected (Cambridgeshire Youth Justice Service, Cardiff Youth Justice Service, Buckinghamshire Youth Justice Service, Isle of Wight Youth Justice Service, Lambeth Youth Justice Service, Leeds Youth Justice Service, Northamptonshire

Youth Justice Service, Salford Youth Justice Service, West Mercia Youth Justice Service, Southwark Youth Justice Service).

Background to the Guide

This Guide is produced as part of the programme [“Restorative Justice – the evidence: A pilot for the youth justice system of England and Wales”](#). It is funded by the [Youth Endowment Fund](#) (YEF) and supported by the [Youth Justice Board of England and Wales](#) (YJB). [The Restorative Justice for All International Institute](#) (RJ4All) is the delivery partner for the programme and [Coram](#) is the independent, evaluation partner.

This concise Guide is derived from Implementing Restorative Justice in youth justice settings: [Shared Practice Model Practical Guide](#) which has been co-designed through a structured collaboration between ten Youth Justice Service Teams (YJSTs), an independently convened Restorative Justice Project Board (RJPB), alongside the previously listed project partners. It has also been informed by the voices of children and young people who have participated in restorative justice in the YJS. The model is grounded in research, policy expertise, and practice experience, and is designed to support consistency, guide delivery, and enable the evidencing of high-quality restorative justice practices (direct and indirect). The Guide also acknowledges that restorative justice can be used for any type of sentence and at any time within the youth justice process.

The Guide addresses the implementation of restorative justice within the formal youth justice system in England and Wales, where restorative justice has been formally embedded since the Crime and Disorder Act 1998. YJB research (Youth Justice Board, 2004, 2026) and the extant literature present restorative justice as a credible approach to reducing youth violence. Nevertheless, they also asked for stronger evidence of its effectiveness in the youth justice system of England and Wales. Existing studies also remind us of the overlap that many children involved in the youth justice system can be both offenders and victims, or harming and harmed parties. Recognising that the continuum of violence can be the result of suffering, trauma, exploitation or neglect. This Guide is aligned with a trauma-informed, Child First approach (Youth Justice Board, 2024) that recognises the vulnerability of children and seeks to repair harm rather than punish.

The programme has two inter-linked elements; “delivery” and “evaluation”. The delivery is led by RJ4All and is guided by this Guide that integrates a Shared Practice Model (SPM) as well as the conceptual, legislative and evaluation frameworks developed through the full Guide. The evaluation is guided by a separate Evaluation Protocol adopting a Randomised Controlled Trial study design (RCT). The shared objectives between the project partners are to:

- Co-design a restorative justice SPM and evaluation framework.
- Run a pilot RCT across England and Wales, implementing the agreed SPM with 10 YJSTs
- Drawing from the RCTs and SPM’s implementation, produce recommendations for research, policy and practice for YEF, the YJB, the pilot sites and beyond, based on

feasibility of a full-scale evaluation, fidelity to the model, and outcome indicators.

The Guide's four core elements

This YEF published document is the concise version of the detailed Guide that was published by RJ4All Publications (Restorative Justice for All International Institute, 2026). The Guide has four core elements that aim to support a consistent and compliant practice:

- Core element 1: The Legal and Policy framework
- Core element 2: The Conceptual framework
- Core element 3: The Evaluation framework
- Core element 4: The Practical framework - Shared Practice Model.

The Legal and Policy Framework underpinning the Guide clarifies that all restorative justice practice must comply with relevant youth and criminal justice legislation, as well as national and international standards. Full list of legislation and supporting Annexes available for practitioners in [full version](#) to support compliance across various streams.

The Conceptual Framework situates restorative justice within its historical and contemporary foundations, identifying the principles and “red lines” that safeguard integrity, fairness, and safety in practice. It provides key definitions, evidence of effectiveness and standards of practice. For any restorative justice *practice* to achieve its outcomes, certain principles must be in place and respected (Gavrielides, 2019; Zehr & Mika, 1998). Several international statutes attempted to identify the key principles underlying restorative justice practice (Council of Europe, 2002; European Parliament, 2012; United Nations, 2020). Drawing from these agreements, when delivered through any of its direct (e.g. victim-offender mediation, circles, conferencing) or indirect forms, restorative justice must be:

- √ safe
- √ impartial
- √ confidential
- √ fair
- √ voluntary and
- √ high-quality (Restorative Justice for All International Institute, 2025).

Restorative justice must never be practised if the harming party is not prepared to enter its processes with a true intention to change. Moreover, restorative justice must be free from:

- √ domination
- √ discrimination
- √ bias and
- √ power abuse.

To contextualise these values, we must always remember that at the core of restorative justice are the harming and harmed parties, who guide the restorative justice process. This Guide adopts a maximalist understanding of restorative justice as an “ethos” (Gavrielides 2007), allowing its application in both prevention and response to harm, including situations beyond formal legal processes. Key principles underpinning this ethos include victim reparation, offender responsibility, and communities of care (Braithwaite, 2002; McCold, 2000). Without attention to all three of these elements, any conclusions or outcomes of an encounter risk being only partially restorative.

Restorative justice also emphasises the role and experience of victims while involving all relevant parties in dialogue about the harm, its impact, and how it can be repaired. Restorative justice understands crime as a violation of people and relationships, creating obligations to repair harm and restore those affected.

The Evaluation Framework presents the programme’s Theory of Change as this was co-designed during the first phase of the programme. It also summarises key statistics of the impact of restorative justice on recidivism, victim and offender satisfaction, community empowerment and reparation. The Framework is supported by a separate Evaluation Protocol developed and implemented by Coram. This includes the principles, variables and outcomes of the RCTs. Outlined fully in the protocol.

The Practical framework: The Shared Practice Model

This concise version of the full Guide includes the Shared Practice Model, structured around ten core steps that frame the delivery of restorative justice within youth justice settings. These steps translate the conceptual principles, legal requirements, and evaluation standards outlined above into practical guidance for day-to-day implementation. Together, they provide a clear yet flexible structure to support safe, fair, and consistent restorative justice, while allowing practitioners to respond to the individual circumstances of each case.

Step 1: Beyond Risk-Need-Responsivity

Restorative justice begins with a shift in how we understand and respond to harm.

This first step should not be underestimated, as it calls practitioners to reconsider assumptions about harm and justice. Traditional offender rehabilitation approaches have focused on what is ‘wrong’ with a perpetrator (psychologically, socially, etc.), seeking to minimise risk through treatment programmes and focusing on a direct counter to that risk, an approach which centres on risk management and behavioural correction. Effective restorative justice practice requires us to move beyond this deficit framework.

Practitioners should actively move beyond risk-focused practices that unintentionally disempower the harming party from taking accountability and instead ensure they are

meaningfully included in justice processes as responsible and capable participants. **In practice, this means not defaulting to managing the individual as a “risk”, but recognising and engaging them as someone capable of understanding and addressing the harm caused.** Restorative justice purposefully shifts this perspective. Also reminding us of the victim(s) affected and emphasising their agency and inclusion in repairing the harm experienced by them and their communities.

This shift requires a change of lens: harmed parties and young people must be regarded as equal participants in the restorative process. Restorative justice centres violations of people and relationships, rather than focusing on the breaking of a law. Its purpose is to repair the ‘social liaison’ that binds individuals in mutual respect for each other’s rights and freedoms. **Practitioners should therefore approach cases by considering the impact on people and relationships first, rather than focusing solely on offence and risk categories.**

Although this first step might not require the practitioner to actually ‘do’ something, it requires a clear mental and attitudinal shift that should be consciously applied in practice. **Practitioners should reflect on their own assumptions and ensure their approach does not exclude or diminish either party’s role in the process.** Appropriate training and meaningful exposure to restorative justice principles are essential to support this transformation.

Step 2: Understand and Manage Power

Restorative justice requires the intentional sharing, naming, and rebalancing of power throughout the process.

The restorative justice process depends on genuine power-sharing, grounded in the premise that all parties are equal in identifying harm and shaping restitution. As in the first step, this represents a critical mental and psychological shift. Power must be understood and managed not only between parties, but also between the facilitator and participants. Practitioners must be conscious of their own power in an encounter and attempt to empower those who were affected. **In practice, this means being aware of how your role, language, and decisions can influence whose voice is heard, and taking steps to ensure all participants can contribute meaningfully.** To return agency over the process and what has happened to those affected, practitioners must be willing to relinquish their own power. **This includes not controlling outcomes or dominating discussions but enabling participants to shape the process and its direction.**

Power is not neutral. It is shaped by race, class, gender, migration status, and institutionalised in public and state mechanisms of authority. These factors influence whose voices are heard, believed and prioritised. While in theory any trained and experienced restorative justice practitioner should be able to neutrally facilitate any case, there should be considerations around the sensitivity of the case and if a practitioner is best suited to take it, particularly in relation to protected characteristics. **Practitioners should therefore**

reflect on their own positionality and consider whether additional support, co-working, or alternative allocation is needed.

Equality of voice within the restorative justice processes cannot be assumed; it must be actively and intentionally created with awareness of structural inequality. There remains an importance of naming power imbalances and addressing power upfront by calling it out in real time with the parties during preparation and encounter stages. **Practitioners should explicitly acknowledge power dynamics with participants, as well as recording them, to create space to discuss them openly.** This includes recognising the facilitator's own influence and the potential for bias linked to race, socio-economic status, and other factors.

From an anti-racist standpoint, this involves not only recognising bias, but actively challenging deficit narratives, resisting the reproduction of stereotypes, and creating space for Global Majority participants to define harm on their own terms. **Practitioners should actively check their assumptions, avoid stereotyping, and ensure that participants' experiences are not dismissed or reframed.**

Step 3: Child First: Do No [Further] Harm & the restorative justice red lines

Restorative justice must never cause further harm to a child or person affected and should proceed only where safety, accountability, and fairness can be assured.

A key principle of the Child First framework is that children engaged with the YJS must be treated as children first, and no practice should inflict further harm. Restorative justice practitioners within the YJS are not exempt from this, particularly given the emotional and transformative nature of the process. **In practice, this means adapting expectations of responsibility and engagement to the child's age, development, and circumstances.**

From an anti-racist and culturally responsive perspective, practitioners must recognise that concepts such as guilt, responsibility, and admission of harm may be understood and expressed differently across cultural and social contexts. **Practitioners should avoid assuming lack of engagement or denial without considering cultural or contextual differences in how harm is expressed.**

Legal safeguards reinforce this duty, requiring protection from secondary or repeat victimisation, intimidation, and retaliation in any restorative process. Restorative justice should not proceed where the harming party is unwilling to admit responsibility and acknowledge bias. **Practitioners must check for acceptance of responsibility before progressing and remain alert to risks of further harm throughout, in line with these considerations.** Risk assessment is ongoing and may change at any stage. This step also involves identifying any "red lines" that must not be crossed and where restorative justice should end (or not be initiated). **Practitioners should pause or end the process if safety cannot be assured.**

This includes cases where the young person denies responsibility (different from guilt); no-contact orders are in place (unless exceptions apply), or where trauma or mental health needs prevent genuine and meaningful participation in dialogue (direct or indirect).

Importantly, no case should be excluded solely on offence type. **Practitioners should make decisions based on safety and readiness, not offence category alone.** They must guard against racialised or culturally biased interpretations of readiness, remorse, or accountability. **This means distinguishing genuine risk from differences in communication or expression, to avoid unfairly excluding individuals from restorative justice.**

Step 4: The restorative justice offer/ referral and the right to be informed

The restorative justice offer must be lawfully offered, accessible, fully informed, and grounded in voluntary consent.

Victims of a crime have the right to receive information about restorative justice. While this should begin with the police or initial authority, all criminal justice agencies, including YJSTs, must ensure this right is upheld at any stage. Information must be accessible, culturally responsive, and developmentally appropriate, recognising varying levels of trust in justice systems. **In practice, this means checking that individuals understand the information given and adapting how it is explained where needed, including bringing in other trusted parties to the conversation.** Once consent is received by the victim to share details, YJSTs can contact harmed parties to explore the referral. If the harmed party does not wish to participate and there is no recognised secondary or wider affected party, then the case should not proceed. YJSTs must implement a localised and clear referral pathway in line with their available resources and organisational structures with accessible, ready-made information so that participants can make informed decisions at any point. Being 'fully informed' is an ongoing process. **Practitioners should provide information more than once, check understanding, and allow time for questions before any decisions are made.** Case allocation must be made on a case-by-case basis. Any conflicts of interest must be declared. Complex cases handled by specially trained, experienced practitioners who can assess relational dynamics and long-term implications.

Consent must be freely given and can be withdrawn at any time without explanation. The offer must be presented in neutral language and never as an expectation or linked to reduced sanctions. **Practitioners should avoid phrasing that could be seen as pressure or incentive.** They must also recognise that consent can be influenced by power imbalances, past experiences, or fear of escalation. Particular care is needed in complex cases, including where trauma, neurodiversity, or SEND may affect decision-making. Data use, note-taking, reviews of rights, and non-admissibility in formal proceedings must be clearly explained. Participants must be fully prepared for the process, understand safeguards, and be offered direct or indirect options in safe and neutral settings. **Practitioners should check that participants know what will happen to their information and what their rights are before proceeding.**

No outcomes should be promised, and alternative options should be discussed where direct engagement is unsuitable or declined. **Practitioners should be clear about what restorative justice can and cannot offer.**

Step 5: Preparatory stage

Effective preparation is relational, paced, and responsive; centred on trust, safety, and participant empowerment.

Restorative justice preparation requires time, patience, and trust. Rushing participants, particularly young people or harmed parties, risks disengagement. Practitioners should be aware that time pressures are not evenly experienced; those in precarious circumstances (e.g. unstable housing, caring responsibilities, school exclusion, immigration insecurity) may find preparation demands as more burdensome. **In practice, this means adapting the pace, location, and communication style to the participant's situation rather than expecting them to fit the process.** Relational and empathy-fronted approaches should be prioritised. Preparation must also identify less visible needs, such as neurodivergence, literacy and hearing difficulties, recognising these as not merely individual needs but potential interactional mismatches in the process, i.e. might affect communication and understanding of the other parties involved in the process. **Practitioners should check understanding, adjust communication methods, make all parties aware of any adjustments required, and not assume disengagement where there may be unmet needs.** Power dynamics, equity, and the emotional intensity of the process should be acknowledged openly.

- ⇒ Preparation should include detailed case research and ongoing communication with participants. It must involve:
 - Personal contact between the practitioner and potential participants
 - Development of a continuous risk assessment
 - A candid description of the process to ensure realistic expectations.
 - Confirming informed consent from participants or validation of any previously obtained consent, for example to a referring agency
 - Provision of opportunities for participants to be self-reflective on the harm, continued relationships, perspectives, future opportunities and, particularly, their needs.
 - At least one separate face-to-face meeting per participant (for direct encounters)
- ⇒ The order of preparation contact (e.g. young person first) is not prescribed but should be considered carefully. Practitioners should decide this based on the context and any power imbalances, rather than following a fixed approach.
- ⇒ Participants should be advised that the consent of harmed or harming party can be withdrawn at any time in the process. This will include at any point during the exchange process itself.
- ⇒ Preparation should include exploration of behavioural cues that may signal risk.

- ⇒ Complex cases should involve co-working with another practitioner, to support safeguarding, share decision-making, and reflect on the process.
- ⇒ Clear communication is essential. Practitioners should explain their role, provide contact and emergency details, and outline available support options, including referrals where needed.

Above all, participants should feel safe and empowered to decide how, when, and with whom they engage.

Step 6: Risk Assessment

Before any encounter (direct or indirect), a thorough risk assessment must be undertaken. Risk assessment in restorative justice is continuous, acts proportionately, and actively responsive; balancing safeguarding with fair access.

While this Guide does not prescribe a standardised matrix, each YJST should apply and adapt its own framework locally. Risk assessment is not a one-off task but an on-going reflexive process beginning at referral and concluding only after final follow-up.

Practitioners should regularly review and update risk assessments as new information emerges.

An anti-racist approach requires practitioners to question whether perceived “risk,” “denial,” or “lack of insight” may reflect cultural communication styles, mistrust of institutions, or prior discrimination rather than unwillingness to engage. **Practitioners should avoid making assumptions about risk without exploring context and communication differences.** Complex cases can heighten professional risk aversion; risks should therefore be evaluated in terms of probability, not mere possibility, with mitigation plans developed accordingly. **Practitioners should focus on how risks can be managed, not only whether they exist.**

Assessments must consider hidden or less visible needs, such as neurodiversity, SEND, literacy or hearing barriers, alongside power dynamics and equity. These may be mistaken for disengagement, if not properly identified. **Practitioners should check for and respond to these needs as part of risk planning.** In many cases, risks may already exist between parties and may continue without intervention. Restorative justice does not inherently increase risk and may help reduce it.

Where risks are identified, they should lead to tailored mitigation, not automatic exclusion. **Practitioners should develop clear plans to manage identified risks rather than ending the process by default.**

Risk assessments should consider key areas including:

- History of violence

- Mental, emotional, or physical health needs
- Self-harm or suicidality
- Insecurity or self-blame
- Power imbalances (e.g. intimidation or control)
- Previous history and known warning signs
- Socio-cultural, racial, or gender-related factors
- Privacy and identification risks
- Ongoing legal processes
- Protected characteristics and socio-economic context

Written risk assessments are mandatory. **Practitioners must clearly record risks, mitigation plans, and the rationale for decisions throughout the case.**

Step 7: The encounter (direct or indirect)

The restorative encounter must be voluntary, participant-led, safe, and focused on repairing harm rather than assigning blame.

The form of encounter should be guided by the parties, not imposed by agencies or facilitators. Participants must be free to choose between direct or indirect restorative justice, and the specific format within those options. Encounters are never mandatory. **Practitioners should offer options and respect participants' choices without steering them toward a particular format.** The practitioner's role is to manage logistics, ensure safety, and uphold fairness so parties can work toward resolutions.

Whether direct or indirect, the dialogue should explore facts, feelings, the impact the harm had, and potential outcomes participants would like to see, beginning with the harm that brought participants together. The focus is not on condemning the harming party but on addressing the harm and identifying repair. **Practitioners should guide the conversation to stay focused on harm, impact, and repair rather than blame or judgement.** For face-to-face meetings, venues must be agreed in writing as safe and neutral spaces. **Practitioners should confirm that all parties feel safe with the setting before proceeding.** They should remain alert to behavioural cues or emerging risks during the exchange.

Fairness is a key principle. It does not require identical treatment, but proportionate responses that recognise differences in power, vulnerability, and impact. **Practitioners should adjust how they facilitate to ensure all participants can engage meaningfully,** recognising differing levels of power, vulnerability, and impact.

Facilitators must model respect and impartiality, avoiding value judgements that could signal favouritism. **Practitioners should remain neutral in their language and responses, even when emotions are high.** This requires ongoing awareness of unconscious bias,

cultural assumptions, and power dynamics, particularly in responses to emotion, silence, or challenge.

Finally, dialogue must be open and honest, with clear agreement about what information can be shared and with whom. **Practitioners should set clear boundaries around confidentiality and check agreement before information is shared.**

Step 8: Reaching Restorative Justice Outcomes

Restorative justice outcomes should be participant-led, needs-based, and focused on meaningful accountability. They should not override the importance of the encounter itself.

Outcomes or agreements between parties in restorative justice may arise through both direct and indirect processes. An outcome is what participants agree should happen to address the harm caused and move forward. They can include practical actions (e.g. repairing damage, agreed behaviours, or making amends), but they are not always formal or written. In some cases, the process itself, through dialogue and understanding, may be considered the main outcome, the main feature is that all those with a stake in an incident are responsible for determining the outcome of the restorative justice process.

Practitioners should ensure that outcomes are guided by participants stated needs. Where an outcome may be perceived as negative by the harming party or could lead to blame being placed on the harmed party, practitioners or the state should, where possible, assume responsibility. **Practitioners should avoid positioning the harmed party as responsible for difficult or challenging outcomes.**

Restorative justice processes can still be considered successful even if no formal agreement is reached. Where agreements are made, they should be recorded and shared with participants, noting that they are not legally binding. If a written agreement is reached, its fulfilment should be monitored and clearly explained. **Practitioners should check that all parties understand what has been agreed and what will happen next.** Where restorative justice is linked to a sentence, feedback mechanisms should confirm completion; where it is not, a follow-up meeting should be offered.

Apologies are common but should not be treated as an outcome. They should not be required or imposed, but may emerge naturally. **Practitioners should not prompt or pressure participants to apologise or set up.** Instead, they should support exploration of accountability through actions and commitments. In preparation, and throughout the dialogue, restorative justice practitioners can use questions to establish where the apology in a restorative dialogue differs from previous expressions of regret. Practitioners can support participants to explore how accountability is demonstrated through actions, commitments, and sustained behavioural change, rather than verbal apology alone.

Step 9: Monitoring Restorative Justice Outcomes

Monitoring ensures that restorative justice commitments remain realistic, supported, and sustained beyond the encounter.

Restorative justice agreements rely on good faith rather than legal enforcement. Commitments must be realistic, achievable, and supported by clear follow-up. **Practitioners should check that agreed actions are practical and manageable before finalising them.** Unrealistic promises can lead to further harm through disappointment or frustration.

An agreed monitoring period may follow, during which practitioners maintain contact and verify completion of outcomes. **Practitioners should keep in touch with participants and check progress against what was agreed.**

Given the emotional intensity and risk management demands of complex cases, facilitators must receive structured supervision and debriefing throughout. **Practitioners should seek regular supervision to review decisions, manage risk, and reflect on practice.** Independent management or peer supervision should include;

- ⇒ validation of risk assessment
- ⇒ quality control
- ⇒ coordination support
- ⇒ advice and guidance, including care, support and personal development.
- ⇒ monitoring and maintenance compliance with applicable time limits.

Step 10: Follow-Up Holistic Support – the restorative justice ethos

Restorative justice requires ongoing, holistic support that extends beyond the agreement to address underlying needs and promote lasting repair.

Restorative justice involves a broader ethos of care and support for all parties during and after the process. This holistic approach reflects the wider restorative justice framework outlined in the SPM Conceptual Framework.

Practitioners should consider what ongoing support participants may need beyond the immediate restorative process.

This cannot be delivered by one agency alone. Effective support requires collaboration with a range of services, including mental health, social care, education, and specialist support. **Practitioners should work with partner agencies and not operate in isolation.**

Practitioners should maintain an up-to-date directory of services and be prepared to make referrals where appropriate. **They should actively connect participants to relevant support to help address underlying needs and sustain outcomes.**

Annex: Practical Framework 10 Steps Checklist for Practitioners

This checklist supports fidelity to the SPM. It is not a tick-box exercise but a prompt for reflective, consistent, and safe restorative justice practice (direct or indirect). A tool to help operationalise the SPM for delivery, to be used within the context and awareness of the guidance set out in the conceptual, legislative, evaluation and full practical framework.

Step 1: Move Beyond Risk–Need–Responsivity (RNR)

This step requires practitioners to consciously move away from an exclusively risk-led and deficit-based approach to harm. Before initiating or continuing restorative justice practice, practitioners should ensure that they have undertaken the following.

Reflected on dominant rehabilitative assumptions / Paused risk-led thinking

- Checked that your approach is not driven solely by risk management, deficit focus, or treatment compliance.

Shifted from “what’s wrong” to “what happened and who was harmed”

- Framed the situation in terms of harm, relationships, and impact, rather than solely a breach of the law or a marker of characteristics.

Recognised victim and child (harmed and harming parties) as equal participants

- Ensured both are viewed as active stakeholders in the process, not passive recipients of outcomes.

Moved away from exclusion and disempowerment

- Avoided practices that remove the young person from decision-making or silence the victim’s voice.

Focused on repairing harm, not just managing behaviour

- Identified opportunities for accountability that are relational, meaningful, and restorative.

Acknowledged harm to people and relationships (not just the law)

- Confirmed that the process addresses personal, relational, and community impacts of harm.

Held the belief that repair and respect are possible

- Approached the process with the assumption that all parties have the capacity for responsibility, empathy, and repair.

Worked to restore social connection

- Considered how the restorative process can strengthen respect, dignity, and mutual recognition between those involved.

Step 2: Understand and Manage Power

Restorative justice practice requires conscious power-sharing between all parties involved in the process. This includes power between the harmed and harming parties, as well as power held by the facilitator. Practitioners must actively attend to power dynamics throughout preparation and encounter, rather than assuming neutrality or equality.

Considered what specific power dynamics could influence the restorative process

- Acknowledged that power dynamics shape how harm is understood, expressed, and addressed by all parties.

Approached the process from a power-sharing position

- Ensured that all parties are supported to equally identify harm and contribute to decisions about repair and restitution.

Reflected on facilitator power and authority

- Considered how professional role, institutional authority, language, and decision-making power may influence the process.

Actively relinquished facilitator control where appropriate

- Avoided directing outcomes, steering narratives, or imposing solutions, allowing parties to retain ownership of the conflict and its resolution.

Named power imbalances explicitly

- Identified and acknowledged power differences (e.g. age, gender, race, socio-economic status, professional status, confidence, communication style) during preparation and, where appropriate, during the encounter.

Addressed power in real time

- Responded to emerging power imbalances during preparation or dialogue by naming them and adjusting facilitation accordingly.

Considered structural and social vulnerabilities

- Took account of factors such as financial disadvantage, migration status, cultural background, trauma, or other vulnerabilities that may affect participation or voice.

Avoided assumptions of neutrality

- Recognised that facilitators are not value-neutral and that bias (including unconscious bias) may influence the process.

Adjusted practice to promote equitable participation

- Adapted preparation, process design, and facilitation methods to ensure that all parties are able to participate meaningfully and safely.

Worked to return conflict to the parties

- Ensured that decisions about harm, accountability, and repair remain with those directly affected, rather than being owned by professionals or systems.

Step 3: Child First – Do No [Further] Harm & Restorative Justice Red Lines

Restorative justice practice within the YJS must be firmly grounded in the Child First principle that no action should cause further harm to children, that they must be understood as children with consideration for the risks and mitigations that differentiate that from adult responsibility. Given the emotionally demanding and potentially transformative nature of restorative justice, practitioners must remain alert to risks of secondary harm to all parties, particularly children and harmed parties.

Applied the Child First principle throughout the process

- Ensured the young person is seen and treated primarily as a child, not solely as a perpetrator or case.

Considered the potential for further harm

- Reflected on whether participation in restorative justice could cause emotional, psychological, or relational harm to the young person or the victim.

Safeguarded against secondary and repeat victimisation

- Actively considered risks of intimidation, retaliation, or re-traumatisation in line with the Victims Code and Article 12 of the Victims' Directive.

Confirmed readiness and responsibility

- Established that the harming party is prepared to accept responsibility for the harm and acknowledge their role, including recognising any biases that may be relevant to the process.

Avoided initiating restorative justice where key pre-requisites are absent

- Did not proceed where responsibility is denied, engagement is coerced, or participation is unlikely to be genuine.

Identified and respected restorative justice 'red lines'

- Recognised circumstances where restorative justice should not be initiated or should be paused or ended.

Assessed safety as a non-negotiable requirement

- Ensured physical, emotional, and psychological safety can be reasonably assured for all parties.

Considered specific exclusion factors with care

- Reflected on whether factors such as no-contact orders, unresolved trauma, or mental health conditions prevent safe and constructive dialogue (direct or indirect).

Distinguished denial of responsibility from offence type

- Ensured decisions are not based solely on the type of offence, but on readiness, safety, and capacity to engage in line with child-first consideration of level of responsibility.

Understood risk as dynamic and ongoing

- Recognised that risks may emerge at any stage of the restorative process and that mitigation is continuous, not a one-off assessment.

Prepared to pause, adapt, or end the process if harm risks increase

- Remained willing to stop or redesign the restorative process if it becomes unsafe or no longer aligns with Child First principles.

Step 4: The Restorative Justice Offer / Referral and the Right to Be Informed

The right to be informed about restorative justice is a statutory entitlement for victims and must be upheld throughout the youth justice process. Restorative justice practitioners and services share responsibility for ensuring that this right is realised in practice, and that any restorative justice offer is informed, voluntary, and safely made.

Upheld the victim's right to be informed

- Ensured that victims are informed about restorative justice when the harming party is under 18, in line with the Victims Code, regardless of the stage of the justice process.

Actively considered referral at all stages

- Reflected on whether restorative justice information and referral would be beneficial at any point, not solely at the outset of a case.

Ensured lawful information sharing

- Confirmed that victim consent has been obtained before sharing details or initiating contact through the YJS.

Respected the right to decline

- Did not pursue restorative justice where the victim has chosen not to engage or has withdrawn interest.

Used a clear and consistent referral process

- Followed an agreed referral pathway, including the provision of clear, accessible, and accurate information to all parties.

Supported informed decision-making as an ongoing process

- Treated being "fully informed" as continuous, ensuring information is revisited, clarified, and updated throughout the restorative process.

Ensured accurate and complete case information

- Checked that relevant details (e.g. contact information, case context, risks, vulnerabilities) are available to prevent barriers or misunderstandings.

Allocated cases appropriately and transparently

- Assigned cases on a case-by-case basis, considering practitioner experience, complexity, and capacity.

Declared and managed conflicts of interest

- Identified any actual or potential conflicts of interest and addressed these prior to allocation.

Ensured appropriate expertise in complex cases

- Confirmed that at least one practitioner involved in complex or sensitive cases is highly experienced and suitably trained.

Considered relational and long-term impacts

- Reflected on how prior or existing relationships may affect the process and on the potential long-term implications for all parties.

Ensured consent is voluntary and freely given

- Confirmed that all parties accept the restorative justice offer without pressure, coercion, or expectation of benefit.

Presented the restorative justice offer carefully

- Reflected on how language, tone, timing, and method of presentation may influence consent and participation.

Respected the right to withdraw consent

- Ensured all parties understand they may withdraw at any time, without explanation or consequence.

Explained data use and record-keeping clearly

- Informed participants what information will be recorded, how it will be stored, how it will be used, and its non-admissibility in formal justice processes.

Offered transparency and access to records

- Ensured parties are aware of their right to review casework notes as they are developed.

Assessed consent carefully in complex cases

- Remained alert to consent that may be influenced by guilt, self-blame, perceived complicity, or external pressures.

Identified and supported neurodiversity and SEND

- Recorded any neurodiversity or SEND needs and adjusted communication, preparation, and process accordingly.

Ensured full briefing on the restorative process

- Clearly explained what restorative justice involves, including safeguards, boundaries, and possible outcomes.

Offered choice of restorative justice models

- Ensured parties can choose between direct and indirect forms of restorative justice.

Ensured safe and neutral spaces for encounters

- Confirmed that any face-to-face setting is perceived as safe and neutral by all participants.

Confirmed eligibility of the harming party

- Ensured the young person accepts that their actions caused harm; cases involving outright denial are not suitable for restorative justice.

Avoided making promises about outcomes

- Managed expectations and discussed alternative options where direct restorative justice is not appropriate or is declined.

Step 5: Preparatory Stage

Effective preparation is foundational to safe and meaningful restorative justice practice. Preparation requires time, patience, relational trust, and sensitivity to power, vulnerability, and emotional intensity. Rushing this stage risks disengagement, withdrawal, or further harm.

Allocated sufficient time for preparation

- Avoided rushing participants, particularly children and harmed parties, allowing space for reflection, understanding, and readiness.

Prioritised relationship-building and trust

- Approached preparation as a relational process grounded in empathy, respect, and consistency.

Ensured practitioner readiness and competence

- Confirmed that language, logistics, cultural considerations, and accessibility needs are appropriately addressed.

Maintained awareness of emotional intensity

- Recognised preparation as an emotionally demanding and potentially painful process involving vulnerable positions.

Identified hidden or less visible needs

- Actively considered neurodivergence, SEND, literacy, communication, hearing, or cognitive needs that may otherwise be misinterpreted as disengagement.

Attended to power dynamics and equity

- Reflected on how power imbalances may affect engagement, voice, and consent during preparation.

Conducted detailed case research

- Gathered relevant case information to inform preparation, risk assessment, and process design.

Established personal contact with participants

- Ensured direct contact between the restorative justice practitioner and each potential participant.

Developed and maintained a continuous risk assessment

- Treated risk identification and mitigation as ongoing throughout preparation and beyond.

Provided a clear and candid description of the process

- Explained restorative justice honestly, avoiding unrealistic expectations or implied outcomes.

Confirmed or validated informed consent

- Ensured consent is fully informed, current, and voluntary, including where consent was previously obtained by another agency.

Created space for participant reflection

- Supported participants to reflect on harm, impact, ongoing relationships, future possibilities, and their individual needs.

Considered the order of preparatory contact carefully

- Reflected on whether contacting the harmed or harming party first may reinforce or mitigate existing power imbalances.

Reinforced the right to withdraw consent

- Clearly communicated that consent can be withdrawn at any stage, including during the exchange itself.

Identified behavioural cues linked to harm

- Explored whether specific verbal or non-verbal behaviours signal escalation or risk and planned to monitor these.

Considered relevant time limits and constraints

- Identified any statutory limits and communicated these to participants where relevant.

Planned face-to-face preparation for direct encounters

- Ensured at least one (and where necessary more) separate, well-planned face-to-face preparation meeting with each participant.

Ensured co-working in complex cases

- Confirmed that complex cases involve a minimum of two restorative justice practitioners or access to supporting or advisory expertise, with agreed roles and methods of co-working.

Clarified practitioner role and boundaries

- Explained your role, responsibilities, and limitations within the restorative justice process.

Outlined available options and pathways

- Informed participants about preparation, exchange options, follow-up, and access to other services or specialists.

Explored support needs and made referrals

- Identified support needs and made referrals regardless of whether an exchange proceeds.

Provided clear and accessible contact information

- Shared contact details, emergency procedures, and out-of-hours arrangements.

Empowered participant choice and agency

- Ensured participants feel able to decide how, when, and with whom they engage.

Continued to hold the emotional weight of the process

- Remained attentive to vulnerability, distress, and awareness that the process is emotionally intensive.

Step 6: Risk Assessment

Before proceeding to the encounter stage (direct or indirect restorative justice), a thorough and proportionate risk assessment must be completed. Risk assessment in restorative justice should support safe action, not prevent it through undue caution. Risks should be understood as dynamic, contextual, and manageable.

Completed a written risk assessment prior to encounter

- Documented identified risks, analysis, mitigation measures, and the rationale for proceeding or not proceeding.

Approached risk proportionately, not defensively

- Assessed risks based on probability rather than possibility, avoiding exaggerated or speculative risk assumptions.

Considered the risks of inaction

- Reflected on whether existing risks between parties may continue or escalate if restorative justice does not proceed.

Recognised risk as dynamic and evolving

- Treated risk assessment as a continuous process, revisited throughout preparation, encounter, and follow-up.

Adapted risk assessment as circumstances change

- Updated risk analysis and mitigation plans in response to new information or changes in participant readiness.

Identified hidden or less visible needs

- Actively considered neurodiversity, SEND, communication, literacy, or sensory needs that may otherwise be misinterpreted as disengagement.

Implemented SEND-specific mitigation measures

- Ensured appropriate risk registers and tailored safeguards are in place where SEND or neurodiversity is identified.

Attended to power dynamics and equity

- Identified power imbalances and considered how these may affect safety, participation, and dialogue.

Used appropriate risk assessment tools

- Applied relevant local or national risk assessment tools where available.

Considered the following risk indicators

- History or patterns of violence
- Mental, emotional, or physical health barriers
- Self-harm or suicidal ideation or behaviour
- Perceived or actual insecurity or self-blame
- Intimidation, blaming, denigration, or disempowerment
- Previous relevant history (where available)
- Known warning signals (including extremist views or nationalism)
- Socio-cultural and racial differences, gender bias, homophobia
- Risks to anonymity, identification, or privacy
- Interference with other legal or protective processes
- Protected characteristics (including gender, sexual orientation, disability, age, faith or belief, socio-economic status)

Avoided automatic exclusion based on risk presence

- Ensured identified risks prompt mitigation planning rather than automatic case closure.

Developed a tailored risk mitigation plan

- Designed safeguards and adaptations proportionate to the specific risks identified.

Considered risks to connected persons

- Assessed potential impact on others connected to the parties (e.g. children, family members), regardless of their participation.

Ensured risk assessment spans the full case lifecycle

- Began risk assessment at first notification and continued through to case closure and final follow-up.

Recorded decision-making clearly and transparently

- Ensured all risk-related decisions are evidenced, auditable, and aligned with the Shared Practice Model.

Step 7: The Encounter (Direct or Indirect)

The restorative justice encounter is guided by the informed choices of the parties. It must never be imposed and must be conducted in a manner that is safe, fair, impartial, and focused on repairing harm rather than assigning blame.

Ensured the form of encounter is party-led

- Confirmed that participants freely chose whether to engage in direct or indirect restorative justice and selected the specific format.

Avoided imposing restorative justice

- Confirmed that participation remains voluntary and that no party feels pressured by the YJS or other agencies.

Designed the encounter to be safe and accessible

- Managed logistics to promote safety, including exits, arrival and departure arrangements, waiting areas, and access to breakout spaces.

Prepared participants for the encounter environment

- Offered a walk-through of the venue or explanation of the indirect process prior to the exchange.

Ensured neutrality and safety of the space

- For face-to-face encounters, confirmed in writing that the venue is agreed, neutral, and considered safe by all parties.

Maintained focus on harm rather than blame

- Structured the dialogue around harm, impact, needs, and outcomes, rather than assigning fault or correcting behaviour, the focus is not on the harming party but on the harm.

Facilitated discussion of facts, affect, and outcomes

- Enabled participants to explore what happened, how it affected them, and what is needed to repair harm.

Remained alert to emerging risks

- Monitored verbal and non-verbal cues that may signal distress, escalation, or re-emerging harm.

Applied fairness as an overriding principle

- Balanced safety with respect for participants' informed choices, avoiding both unnecessary exposure to harm and unjustified denial of engagement.

Avoided expressing value judgements

- Refrained from statements or behaviours that could be perceived as blaming, justifying, or favouring either party.

Maintained impartiality throughout the encounter

- Ensured equal respect, dignity, and opportunity to participate for all parties.

Modelled respectful and unbiased behaviour

- Demonstrated fairness, calm, and professionalism, particularly as participants may be experiencing respect without prejudice for the first time.

Reflected on and managed unconscious bias

- Remained alert to personal biases relating to protected characteristics, socio-economic status, or class, and adjusted practice accordingly. Westernised perceptions of communication and cultural differences will need to be checked.

Ensured openness and honesty in dialogue (whether direct or indirect)

- Facilitated transparent communication while respecting boundaries and safety considerations.

Managed information-sharing appropriately

- Sought explicit authority before sharing information that would otherwise remain confidential, whether with agencies or between participants.

Stayed prepared to pause, adapt, or stop the encounter

- Retained readiness to intervene if safety, fairness, or consent is compromised at any point.

Step 8: Reaching Restorative Justice Outcomes

Restorative justice outcomes may arise through both direct and indirect practice. Where outcomes are reached, they must be determined by those directly affected by the harm. Outcomes are not imposed, and the absence of a formal agreement does not in itself indicate an unsuccessful restorative justice process.

Ensured outcomes are participant-led

- Confirmed that outcomes, where identified, are determined by those with a stake in the harm, not by the practitioner or the state.

Grounded outcomes in stated needs

- Supported participants to articulate their needs and shape outcomes that respond directly to those needs.

Managed responsibility for difficult outcomes

- Ensured that outcomes which may be experienced as negative or challenging by the harming party are not attributed to pressure from the harmed party.

Recognised that outcomes are not mandatory

- Acknowledged that a restorative justice process may be meaningful and successful without a formal outcome agreement.

Recorded outcomes accurately and transparently

- Documented any agreed outcomes and provided copies to participants, clarifying their status and limitations.

Clarified the non-binding nature of agreements

- Ensured participants understand that restorative justice agreements are not legally binding unless otherwise explicitly specified.

Planned verification of fulfilment

- Made clear how, by whom, and when the completion of any agreement will be checked.

Integrated feedback where linked to sentencing

- Where restorative justice is connected to a sentence or conditions, ensured a clear feedback mechanism and sufficient time to verify fulfilment.

Offered follow-up where not linked to sentencing

- Provided the option of a follow-up meeting or contact to reflect on outcomes and process.

Approached apologies with care

- Recognised that apologies are not outcomes to be sought, required, or imposed.

Allowed apologies to emerge organically

- Created space for apologies to arise naturally as part of a transformative process, without expectation or pressure.

Distinguished meaningful apology from repetition

- Supported exploration of how an apology in the restorative context differs from prior expressions of regret that were not accompanied by change.

Used reflective questioning to deepen understanding

- Employed questions to explore accountability, repair, and future behaviour rather than focusing on symbolic gestures.

Considered additional support where needed

- Encouraged the involvement of support workers or therapeutic input where apologies or outcomes raise complex emotional or relational issues.

Step 9: Monitoring Restorative Justice Outcomes

Monitoring restorative justice outcomes relies on good faith rather than legal enforcement. Realism, foresight, and sustained engagement are therefore essential. While outcomes may be completed, the reparative value of restorative justice continues beyond the encounter and requires ongoing attention.

Ensured outcomes are realistic and achievable

- Reviewed commitments with participants to avoid unrealistic promises that could lead to frustration or further harm.

Recognised the encounter as reparative in itself

- Acknowledged that the primary restorative value lies in the dialogue, courage, and honesty of the process, not solely in outcome completion.

Agreed a monitoring or observation period

- Established a clear timeframe for follow-up, even where outcomes have been completed.

Maintained contact with participants

- Kept appropriate and proportionate contact with parties during the monitoring period.

Monitored completion of agreed outcomes

- Checked progress and completion of outcomes in line with what was agreed and recorded.

Provided or facilitated aftercare and follow-up

- Ensured access to emotional, psychological, or practical support as part of a holistic restorative justice approach.

Identified and responded to emerging needs

- Remained alert to new or ongoing needs arising after the encounter or during follow-up.

Ensured support in complex cases

- Confirmed that all parties with a stake in complex cases are offered assistance in line with their needs, with consent.

Recommended appropriate specialist support

- Signposted or referred participants to relevant services (e.g. mental health, substance misuse, anti-violence programmes, victim support services).

Worked in partnership with other agencies

- Coordinated with relevant agencies and avoided working in isolation, particularly in complex cases.

Provided timely updates to partners

- Shared relevant information with partner agencies and multi-agency risk assessment panels, as appropriate and authorised.

Ensured continuity of care and risk management

- Contributed to coordinated efforts to prevent further harm through information-sharing and joint planning.

Accessed supervision and debriefing

- Ensured regular supervisory or peer debriefs, particularly following high-emotion or high-risk interactions.

Used supervision to validate risk and practice

- Reviewed risk assessments, practice decisions, and mitigation strategies within supervision.

Engaged in quality assurance and reflection

- Used supervision for quality control, reflective practice, and professional development.

Monitored compliance with time limits

- Ensured awareness of and adherence to any applicable statutory or procedural timeframes.

Attended to practitioner wellbeing

- Recognised the emotional demands of complex restorative justice work and sought appropriate support.

Step 10: Follow-Up Holistic Support – The Restorative Justice Ethos

Restorative justice, beyond individual practice moments, requires a holistic and sustained response to harm. This includes ongoing support for both harmed and harming parties during and after any agreement, reflecting the wider restorative justice ethos set out in the Shared Practice Model.

Distinguished restorative justice ethos from isolated practice

- Recognised that restorative justice extends beyond the encounter and agreement to include ongoing relational and practical support.

Considered holistic needs of all parties

- Reflected on emotional, psychological, social, educational, cultural, and practical needs arising from harm and its aftermath.

Ensured support continues beyond agreements

- Confirmed that support is available during and after the completion of restorative justice outcomes.

Avoided positioning restorative justice as a standalone intervention

- Recognised the limits of the YJS role and avoided working in isolation.

Worked collaboratively with partner agencies

- Engaged relevant agencies and professionals to support participants in line with identified needs.

Identified appropriate specialist support

- Considered referrals to services such as mental health support, therapy, social and health care, education, legal advice, childcare, and specialist advocacy.

Attended to cultural, faith, and identity-related needs

- Considered support from faith leaders, cultural mediators, human rights or gender rights educators, and diversity specialists where relevant.

Maintained an up-to-date directory of services

- Ensured access to a current, accurate directory of specialist services and community resources.

Made timely and appropriate referrals

- Acted promptly to connect participants with specialist support, with consent.

Ensured referrals are needs-led and proportionate

- Avoided over-referral while ensuring no unmet needs remain unaddressed.

Supported continuity of care

- Checked, where appropriate, that referrals have been taken up and that support pathways are functioning.

Aligned follow-up support with Child First principles

- Ensured that support for children and young people prioritises their wellbeing, development, and safety.

Embedded restorative values in ongoing support

- Maintained a focus on dignity, respect, empowerment, and relationship repair across all follow-up activity.

References

Full list of references utilised available in full length guide.

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